



COLORADO EMERGENCY OPERATIONS PLAN BASIC PLAN EXECUTIVE SUMMARY

Each level of government is responsible, by law, for the safety of its citizens. Citizens expect that state and local governments will keep them informed and provide assistance in the event of an emergency or disaster. All levels of government share the responsibility for working together in mitigating, preparing for, responding to, and recovering from the effects of an emergency or disaster event.

The purpose of the Colorado State Emergency Operations Plan (SEOP) is to identify the roles, responsibilities and actions of state government in disasters. Emergency operations plans address the ability to direct, control, coordinate and manage emergency operations. Each level of government should respond to an incident using its available resources, to include the use of mutual aid, and may request assistance from the next higher level of government, if required. (I.e., municipality to county; county to state, state to federal government.) When local government capabilities are taxed, state government has resources and expertise available to provide emergency or disaster assistance. The state will modify normal operations and redirect resources to assist and support local governments in saving lives, relieving human suffering, sustaining survivors, protecting property, and reestablishing essential services. Federal government resources and expertise can be mobilized to augment emergency or disaster efforts beyond the capabilities of state government.

The SEOP gives direction to state agencies and some volunteer agencies in responding to emergencies or disasters. It delineates emergency response procedures, responsibilities, lines of authority, and continuity of Government. The format is compatible to the Federal Response Plan (FRP) by using a functional approach to providing assistance. In this functional approach, emergency support functions, i.e., transportation, communications, information and planning, etc., have been assigned to a lead state agency with other departments in supporting roles. The lead department is responsible for developing and maintaining the appropriate annex and for seeing that tasks are completed during emergency operations.

The following summary of the SEOP should give an overview of emergency operations. For more detailed information please see the original document.

EMERGENCY OPERATIONS ROLES AND RESPONSIBILITIES

1. Governor: The Governor, as the executive head of state, has the inherent responsibility, constitutional and statutory authority, to commit state and local resources (personnel, equipment, and financial) for the purpose of "... meeting the dangers to the state and its people presented by disasters" This responsibility is exercised through the Director, Office of Emergency Management (COEM), Department of Local Affairs (DOLA). The Governor's Disaster Emergency Council serves as an advisory council to the Governor and the Director, Office of Emergency Management on all matters pertaining to Declarations of State Disaster Emergencies, and on the response and recovery activities of state government.
2. Office of Emergency Management (COEM): The Governor has delegated the Office of Emergency Management, through its director, the responsibility of managing and coordinating emergency operations which involve state and when necessary, federal

resources. COEM is charged with preparing and maintaining the SEOP and for the expeditious and efficient manner in which it is implemented. It is responsible for the organization and operations of the State Emergency Operations Center (SEOC) for both emergency and non-emergency operations. Further, the Office of Emergency Management is responsible for assisting local government emergency management in the development and maintenance of emergency operations plans, procedures and checklists. In the event of a major emergency or disaster, or the threat thereof, the Director, Office of Emergency Management, makes recommendations to the Governor and Disaster Emergency Council on matters pertaining to State Declarations of a Disaster Emergency, requests for federal assistance, and ongoing state disaster response and recovery activities.

3. Office of Preparedness, Security and Fire Safety: The mission of the OPS, in coordination with other public and private sector organizations, is to promote prevention, preparedness, communications, and counter terrorism intelligence sharing capabilities and enhance the Colorado crisis management structure to combat domestic and international terrorism. The strategy will include: implementing measures to reduce our vulnerabilities; deterring terrorism through a clear public policy; enhancing the rapid and effective response to threats or actual terrorist acts; and developing sufficient capabilities to combat and manage the consequences of terrorist incidents involving Weapons of Mass Destruction (WMD).
4. State Departments: State departments are responsible, within their statutory authorities, to provide assistance and support to local jurisdictions when they are unable to cope with a disaster emergency situation. Upon implementation of the State Emergency Operations Plan they are responsible for the implementation of assigned State Emergency Functions. The operational roles, responsibilities and intra-organizational relationships of state departments are described in detail in the assigned State Emergency Function Annexes.
5. Local Government: The Chief Executive Officer of each political subdivision (county and municipality) is responsible for reducing the vulnerability of people and property to the effects of emergencies and disasters. Local government's disaster emergency responsibilities include the following: (a) Ensure that local government agencies are capable of efficient and responsive mobilization of resources to protect lives, minimize property loss, and expedite recovery efforts. (b) Ensure that the jurisdiction is served by an Emergency Management Office. (c) Ensure that a Local Emergency Operations Plan is prepared and based on valid hazards and risk analysis. (d) Ensure that the local plan is exercised and kept current. (Reference: Title 24, Article 32, Part 2107, Colorado Revised Statute, as amended) Local Government retains command of an incident unless it is relinquished to another authority.
6. Federal Government: When a disaster emergency exceeds the capabilities of state and local governments, the Federal government supports state and local emergency operations with its resources. The Federal Emergency Management Agency (FEMA) has the responsibility for coordinating Federal emergency or disaster operations and resources in support of state and local governments. FEMA is also responsible for directing and coordinating the delivery of federal disaster relief assistance.
7. Volunteer and Private Organizations: There are several agencies within the state that are organized to provide assistance during a disaster or emergency to meet essential human needs. Organizations with existing Memorandums of Understanding/Agreements with the state have been assigned supporting roles to

specific State Emergency Functions. (See "State Emergency Functions Assignment Matrix".)

The Matrix below indicates the Lead and Support organizations for each State Emergency Function. Following the matrix is a brief description of the function.

ANNEXES	A	B	C	D		E	F	G	H		I	J	K	L	M	N	O
SEF																	
STATE DEPARTMENTS	SEF 1 - Transportation	SEF 2 - Communication & Warning	SEF 3 - Public Works & Engineering	SEF 4 - Fire Fighting	SEF 4a Wildfires Suppression	SEF 5 - Operations & Information	SEF 6 - Care And Sheltering	SEF 7 - Resource Support	SEF 8 - Health, Medical & Mortuary	SEF 8a - Mental Health	SEF 9 - Search & Rescue	SEF 10 - Hazardous Materials	SEF 11 - Public Utilities	SEF 12 - Public Information	SEF 13 - Law Enforcement & Security	SEF 14 – Damage Assessment	SEF 15 – Information Technology (cyber)
GOVERNOR'S OFFICE					S			S						L			L
OFF EMRG MGNT		L		S	S	L	S	S	S	S	L	S	S	S	S	L	O
PERSONNEL & ADMINISTRATION		S				S	S	S	S		S			S		S	
AGRICULTURE						S	S		S				S	S		S	
CORRECTIONS	S		S		S			S						S	S	S	
PUBLIC HEALTH & ENVIRONMENT		S	S			S	S		L		S	S	S	S		S	
HIGHER EDUCATION			S		L		S	S	S		S			S		S	
HEALTH CARE, POLICY & FINANCE							S		S					S			
LABOR	S		S					S			S			S			
LOCAL AFFAIRS						S		L				S	S	S		S	
MILITARY AFFAIRS	S	S	S	S	S	S	S	S	S		S	S		S	S	S	L
NATURAL RESOURCES			S			S		S			S		S	S	S	S	
PUBLIC SAFETY	S	S		L		S		S	S		S	L		S	L	S	

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REGULATORY AGENCY	S												L	S		S	
REVENUE	S													S			
HUMAN SERVICES							L			L				S			
TRANSPORTATION	L		L	S	S	S	S	S	S		S	S	S	S		S	
TREASURY								S						S			
LAW				S	S				S					S	S		
EDUCATION	S						S	S	S					S		S	
(OTHER AGENCIES)																	
RED CROSS				S	S		□	S	S	S				S		S	
SALVATION ARMY				S	S		S	S	S								
COVOAD				S		S	S	S	S	S				S		S	
CSRB											S						

L= Lead; □=Secondary Lead; S=Supporting

SEF 1: Transportation (Annex A) - Colorado Department of Transportation

Provides for coordination, control and allocation of transportation assets in support of the movement of emergency resources including the evacuation of people, and the redistribution of food and fuel supplies.

SEF 2: Communications & Warning (Annex B) - Colorado Department of Local Affairs, Office of Emergency Management

Provide emergency warning, information and guidance to the public. Facilitates the requirements and resources needed to provide for backup capability for all means of communication.

SEF 3: Public Works & Engineering (Annex C) - Colorado Department of Transportation

Provides for debris clearance, roads, highways and bridge repairs, engineering, construction, repair and restoration of essential public works systems and services, and the safety inspection of damaged public buildings.

SEF 4: Fire Fighting (Annex D) - Colorado Department of Public Safety

Provides for mobilization and deployment, and assists in coordinating structural fire fighting resources to combat urban incidents; provide incident management assistance for on-scene incident command and control operations.

SEF 4a: Wildfire Suppression (Annex D) - Department of Higher Education, State Forest Services

Provides for and assists in the coordination and utilization of interagency fire fighting resources to combat wildland emergencies. Provides for incident management teams to assist on-scene incident command and control operations. Provides Governor's Authorized Representative (GAR) for FEMA Fire Assistance Declarations.

SEF 5: Operations and Information Management (Annex E) - Colorado Department of Local Affairs, Office of Emergency Management

Provides for the overall management and coordination of the state's emergency operations in support of local government. Collects, analyzes and disseminates critical information on emergency operations for decision making purposes. Identifies the roles and responsibilities of state government in coordinating federal assistance to local government.

SEF 6: Care & Sheltering (Annex F) - Colorado Department of Human Services

Manages and coordinate sheltering, feeding and first aid for disaster victims. Provides for temporary housing, food, clothing, and special human needs in situations that do not warrant mass-care systems. Manages the receipt and distribution of donated goods and services. Assists in coordinating and managing volunteer resources. (Secondary Lead Agency - American Red Cross) (Secondary Lead Agency for Management of Donated Goods and Volunteer Relief Efforts - Colorado Voluntary Organizations Active in Disasters, COVOAD)

SEF 7: Resource Support (Annex G) - Colorado Department of Local Affairs

Secures resources through mutual aid agreements and procurement procedures for all SEFs, as needed. Provides for coordination and documentation of personnel, equipment, supplies, facilities, and services used during disaster response and initial relief operations.

SEF 8: Health, Medical & Mortuary Services (Annex H) - Colorado Department of Public Health and Environment

Provides care and treatment for the ill and injured. Mobilizes trained health and medical personnel and other emergency medical supplies, materials and facilities. Provides public health and environmental sanitation services, disease and vector control, and the collection, identification, and protection of human remains.

SEF 8a: Mental Health - Colorado Department of Human Services - Colorado State Mental Health Services

Provides crisis counseling services to individuals and groups impacted by the disaster situation. Mental health professionals will be mobilized to offer home and community-based services. Crisis counseling is a time-limited program designed to assist victims/survivors of a disaster in returning to their pre-disaster level of functioning. Coordinates and provides mental health services to victims and responders following a disaster.

SEF 9: Search & Rescue (Annex I) - Colorado Department of Local Affairs, Office of Emergency Management

Provides resources for ground, water, and airborne activities to locate, identify, and remove from a stricken area, persons lost or trapped in buildings and other structures.

SEF 10: Hazardous Materials (Annex J) - Colorado Department of Public Safety

Provides response, inspection, containment and cleanup of hazardous materials accidents or releases.

SEF 11: Public Utilities (Annex K) - Colorado Department of Regulatory Agencies

Coordinates with the private sector the emergency repair and restoration of critical public utilities, i.e. gas, electricity, telephone, etc. Coordinates the rationing and distribution of emergency power and fuel.

SEF 12: Public Information (Annex L) - Office of the Governor

Provides for effective collection, control, and dissemination of public information to inform the general public adequately of emergency conditions and available assistance. Coordinates a system to minimize rumors and misinformation during an emergency.

SEF 13: Law Enforcement & Security (Annex M) - Colorado Department of Public Safety

Provides for the protection of life and property by enforcing laws, orders, and regulations, including the movement of persons from threatened or hazardous areas. Provides for area security, traffic and access control.

SEF 14: Damage Assessment (Annex N) - Colorado Department of Local Affairs, Office of Emergency Management

Ensures that procedures and experts are available to provide preliminary estimates and descriptions. Estimates of the extent of damage should be based on observations by engineers and assessment teams. Assessments provide a basis for determining the need for a state or Presidential disaster declaration.

SEF 15: Information Technology (Cyber) (Annex O) - Governor's Office of Information Technology and Department of Military & Veterans Affairs

Provides for the planning, collaboration, and coordination of Cyber Security protection within the State of Colorado and regionally as required. With the mission to prevent cyber attacks against our critical infrastructures, reduce vulnerability to cyber attacks, and minimize damage and recovery time from cyber attacks that do occur.

STATE DEPARTMENTS AND AGENCIES RESPONSIBILITIES

All state departments are mandated under the authority of the Colorado Emergency Operations Plan to carry out assigned activities to mitigate the effects of a major emergency or disaster and to cooperate fully with each other, the Office of Emergency Management, and other political subdivisions in providing emergency assistance. The following items provide an overview of all state departments' basic responsibilities.

- Develop its own internal emergency operating plan, including specific procedures and checklists necessary for accomplishing assigned emergency support tasks.
- Appoint a Departmental Emergency Response Coordinator (ERC), and one or more alternates, to participate in the State Emergency Operations Center to act on behalf of the department or agency during a major emergency or disaster (or exercise). The Emergency Response Coordinator shall be empowered to make decisions and expend resources in providing operational and technical support to local governments or other state agencies. Names and 24 hour contact phone numbers will be furnished to the Office of Emergency Management.
- State departments retain operational control of their personnel and equipment when tasked to support other state departments or local jurisdictions.
- All departments and agencies, within their authority, shall monitor and coordinate with their federal and interest group counterparts the implementation of emergency assistance programs in Colorado. State agencies are encouraged to enter into preliminary Memorandums of Agreement (MOA) with private and volunteer organizations involved in disaster relief and recovery activities as is related to assigned functional responsibilities.
- Maintain a current agency resource data base of all departmental equipment, specialty personnel, and materials available to perform assigned functions. Coordinate plans, procedures, and preparations with participating federal, state, local, and private and volunteer agencies.
- Ensure that all personnel assigned specific functional responsibilities in support of this plan are adequately trained and prepared to assume those responsibilities.

- Name a public information representative to coordinate departmental emergency public information plans and procedures with the Office of Emergency Management.
- Upon request, provide Emergency Response Coordinator(s) to the State Emergency Operations Center (SEOC), and as needed to the Disaster Field Office, if one is established.
- Coordinate emergency response activities with local, state, federal and other agencies, as appropriate.
- Assist in reporting and assessing damages to any state-owned facility or property under departmental jurisdiction. Report this information to the Damage Assessment Section of the State Emergency Operations Center.
- Record and report to Office of Emergency Management any costs incurred in carrying out emergency operations.

Incident Response

The "Colorado Incident Command System" has been adopted for use in Colorado and is the operating system under which all state agencies will operate when in support of state directed emergency operations. The flexibility and rapidly expandable organizational structure, and the use of a common (readily understandable) terminology, makes this system particularly useful when coordinating a multi-functional response, as well as, easily adaptable to supporting multi-agencies/ multi-jurisdictional emergencies.

When the SEOP is implemented, the supporting actions taken by state government will correspond to the disaster situation. Implementation is influenced by the accurate and timely receipt of reliable information from the affected jurisdiction. This plan is in effect for preparedness, response, and recovery actions for any emergency or disaster. Emergency operations involve more than responding to the immediate impact of an emergency or disaster. Planning, training and mitigation efforts are imperative to effective response and recovery activities.

State Emergency Operations Center (SEOC) Activation and Emergency Preparedness Levels:

The State Emergency Operations Center (or Alternate State Emergency Operations Center AEOC) becomes operational and is staffed based upon the severity of an emergency or disaster and the anticipated or actual level of involvement by state government in providing assistance to impacted local jurisdiction(s). Emergency Preparedness Levels are issued to indicate what state of readiness the state or region is in for any hazard. The SEOC will be activated at a level that corresponds to the threat level. A common color designation has been associated with each level for simple identification. This system has been developed to correspond with the National Security Threat Levels.

- The Homeland Security level issued by Colorado will usually be the same as the Federal level, but may be changed if threat conditions differ in Colorado.

- It would be possible for multiple alerts to be issued for different areas in the state and different threats. For example, there could be a Level III – Yellow alert for Homeland Security reasons for the entire state and a Level II – Orange alert for northwest Colorado for wildfire danger.

The following describes the five Emergency Preparedness Levels:

Level V – Green (Homeland Security Condition Low) - This is day-to-day operations. The focus is on planning, training and exercising with an awareness of pending situations.

Level IV – Blue (Homeland Security Condition Guarded) - This is typically a "monitoring" phase where some actions or technical assistance may be given to local jurisdictions. Notification is made to those state agencies that may need to take action as part of their everyday responsibilities. The SEOC Operations Manager assumes responsibility for fulfilling all of the functional responsibilities.

Level III - Yellow (Homeland Security Condition Elevated) - This is a limited activation or heightened awareness for all EOC staff. Certain key state departments may be alerted. The SEOC will be initially staffed (if activated) using available COEM personnel for business hours only. State Department's Emergency Response Coordinators will be called in as appropriate. Possible dispatching of a State Liaison Officer to the impacted jurisdiction.

Level II - Orange (Homeland Security Condition High) - Limited (or higher) activation of the SEOC. This may be reduced to heightened awareness after threat assessment. All lead and supporting state departments and other agencies are alerted for possible staffing requirements. The SEOC will be staffed by COEM personnel and other agency representatives as necessary. Deployment of a Liaison Officer is likely if the incident is within the state or immediately adjacent to the Colorado border. 24 hour SEOC activation is considered at this level.

Level I – Red (National Security Condition Severe) - Full activation of the SEOC with representatives from lead and supporting state departments and other agencies. Full 24-hour a day staffing may be required. Deployment of a Liaison Officer is likely if the incident is or may be in Colorado. The Federal Response Plan may be activated at this point.